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ABSTRACT

This final report of the Joint Board Task Force on Noncredit and Adult Education describes a comprehensive set of 12 recommendations relative to K-12 adult education programs and noncredit programs offered by California community colleges. The report is a collaborative effort of the California State Board of Education and the Board of Governors of the California Community Colleges. The data for the report were gathered through five public meetings throughout the state at which experts in the field testified within the context of these four policy areas: scope of instruction, funding issues, quality and accountability, and collaborative planning. The testimony resulted in more than 200 findings that were prioritized into 12 recommendations that provide policy options for long-term direction and for short-term action to collectively promote quality learning opportunities for student success. The report describes in detail local and state activities required to implement the following 12 recommendations: (1) clarify joint authorization to offer noncredit and adult education; (2) create a formal structure for joint development and implementation of policy for noncredit and adult education; (3) develop strategies for assuring student success; (4) redistribute unused existing resources; (5) encourage districts to make fair share distributions; (6) determine the cost of implementing endorsed changes; (7) equalize reimbursement rates within and between segments; (8) finalize and distribute program standards; (9) develop a coordinated data system; (10) clarify scope of authorized instructional categories; (11) permit reimbursement for work-based education; and (12) establish reciprocity for instructors of noncredit and adult education. (KC)

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NONCREDIT AND ADULT EDUCATION

C Robinson

Final Report
December 1998

Challenges Opportunities Changes

U.S. DEPARTMENT OF EDUCATION
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

Joint Board Task Force on Noncredit and Adult Education

A collaborative effort of the California State Board of Education and the Board of Governors of the California Community Colleges

CE 080 527

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State of California

TOM NUSSBAUM
Chancellor

ROBERT A. ALLEBORN
President, Board of Governors

DELAINE EASTIN
Superintendent of Public Instruction

YVONNE W. LARSEN
President, State Board of Education

California Community Colleges
1107 Ninth Street
Sacramento, CA 95814-3607

California Department of Education
721 Capitol Mall; P.O. Box 944272
Sacramento, CA 94244-2720

December 1998

Dear Reader:

This report is very important in improving California's education for adults. The Joint Board Task Force on Noncredit and Adult Education has worked since July 1, 1997, to ensure that major issues of mutual concern to the State Board of Education and the Board of Governors, California Community Colleges were thoroughly examined and recommendations made to improve both systems. Staff from the California Department of Education and the California Community Colleges Chancellor's Office formed the Interagency Coordinating Team (IACT) to support the work of the Joint Board Task Force. This report is the result of hundreds of hours of work including research, preparation, public hearings throughout California, exhaustive decision making, and writing sessions.

Although many concerns were presented during public testimony, this report focuses on twelve areas where there was strong consensus that improvements within and among the systems could be made. The report is constructed around the twelve recommendation areas, with specific proposed actions and timelines for completion. The clear desire of the Joint Board Task Force is to present a report that not only addresses the twelve policy issues, but also results in improvements to the systems.

We wish to thank the many Noncredit and Adult educators who prepared testimony, attended public hearings, and gave input to the final document. We anticipate that this report will stimulate

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policy changes to ensure that California's education for adults continues to be recognized throughout the United States for its excellence.

Sincerely,

PATRICIA G. SIEVER
Co-Chair
Joint Board Task Force on Noncredit and Adult Education

MARION McDOWELL
Co-Chair
Joint Board Task Force on Noncredit and Adult Education

ROBERT A. ALLEBORN
President, Board of Governors
California Community Colleges

YVONNE W. LARSEN
President, State Board of Education

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ACKNOWLEDGMENTS

This report would not have been possible without the unwavering support of the following board members of the Joint Board Task Force on Noncredit and Adult Education. We are grateful for their trust, encouragement and professional integrity throughout this challenging process.

Marion McDowell State Board of Education Co-Chair
Patricia B. Sieve Board of Governors Co-Chair
Yvonne Bodle Board of Governors
Roger M. Schrimp Board of Governors
Gerti B. Thomas State Board of Education
Robert L. Trigg State Board of Education
Julia Li Wu Board of Governors former co-chair

We are also deeply indebted to the staff of the Joint Board Task Force also known as the Interagency Coordinating Team (IACT), for devoting their time, hard work and creative efforts, and contributing their expertise to preparing and shaping this report.

Henry Der Deputy Superintendent, California Department of Education
Pat Ainsworth Director, California Department of Education
Victoria P. Morrow Vice Chancellor, California Community Colleges
Rita Cepeda former Vice Chancellor, California Community Colleges
Gabe Cortina former Deputy Superintendent, CDE
Lynn Miller Dean, California Community Colleges
Joan Polster Manager, California Department of Education
Norma Morris Specialist, California Community Colleges
Olga C. Uribe Consultant, California Department of Education
Silvia Hatfield Analyst, California Community Colleges
Donna Portee Analyst, California Department of Education

Many other individuals provided information and contributed significantly to this effort and we would like to acknowledge the efforts of the following.

Karen Humphrey Consultant, California Department of Education
John Roman Associate Governmental Program Analyst, California Department of Education
Richard Stiles Coordinator, California Department of Education
Ron Slayton Associate Governmental Program Analyst, California Department Education
Ted Zimmerman former Director, California Department of Education
Helen Simmons Specialist, California Community Colleges

Roger Merle Specialist, California Community Colleges

Ronn Farland Dean, California Community Colleges

Ron Selge Specialist, California Community Colleges

The Task Force's work could not have been accomplished without the valuable advice, input and guidance it received from its keynote speakers and the numerous presenters, who provided written and oral statements. Altogether, over 80 individuals (field practitioners, educational administrators, faculty and students) from adult schools and community colleges provided field input. The names of presenters are listed below. Presenters' comments can be accessed at http://www.otan.dni.us/webfarm/jbtf/index.html.

We are also grateful for the hospitality and openness of the many individuals that accommodated our facility needs, and provided technical support and communication resources during the course of the public input meetings.

Finally, it is our hope that this report will lead to a new appreciation of the hard work and collaborative efforts put forth by staff, students, faculty, and administrators in proving that we can achieve a common vision for the future.

ACKNOWLEDGMENTS

30-Minute Speakers

Susan Lytle-Gilmore Principal, A. Warren McClaskey Adult Education Center

Jane Sneed Academic Senate/Instructor, City College of San Francisco

James A. Figueroa Assistant Superintendent, Adult and Career Education, Los Angeles Unified School District

Lani DeVincentis Dean, Noncredit Education, Glendale Community College

Dom Gagliardi Administrative Coordinator, Foothills Adult Center/State President-elect, CCCAE

Rod Smith President, San Diego Community College District-Education Centers

Leslie Smith English as a Second Language Instructor and City College of San Francisco President, Faculty Association of California Community Colleges (FACCC)

Sandra L. Steiger Principal and President, California Adult Education Administration Association

Francisco Lujano Manager of Planning and Research on behalf of Jennifer DuCray-Morrill-Deputy Chief Executive Officer, State Teachers Retirement System Governmental Affairs and Program Development Branch

David Lennon Principal, Clovis Adult School

Odessa Johnson Assistant Dean of Instruction on behalf of Robert Points-Dean of Extended Education, Merced Community College

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ACKNOWLEDGMENTS

5-Minute Speakers

Tom Travis Dean, Community and Continuing Education, Napa Valley Community College
Margaret Rivas Assistant Dean, Off-Campus Instruction, Butte Community College
Keith Brookshaw Director, Office of Student Development, Shasta College
Bob Pace Superintendent, Shasta, Trinity Regional Occupational Program
John Buntin Shasta Adult School
Mario Johnson Gateway Adult School
Jeannie Robinson Director, Hamilton Adult Education School
Karen Meyers Vice President, Community Education and Economic Development, Mt. San Antonio Community College
Irv Rem Assistant Superintendent, Adult and Continuing Education, Hacienda La Puente Unified School District
Leonard Rivera Principal, Whittier Union High Adult Education Center
Carolyn Widener Los Angeles Community College District
Dr. Lanny M. Nelms Principal, Abram Friedman Occupational Center
Robert H. Benbow Senior Director, Alternative Education, Baldwin Park Unified School District
John Clerx, Sr. Director, Instructional Programs, Los Angeles Community College District
Dr. W. Gary McGuire Provost, Adult Continuing Education, North Orange County Community College District
Ceci Medina Cerritos College
Sondra Jones Director, Simi Valley Adult Education
Judy Perkins Ventura Adult and Continuing Education
Letter from Eric Roth Academic Director, Community Enhancement Services (CES)
Chris Urner Palomar College
Karen Owen Resource Professor, San Diego Community College District, Continuing Education
Margorie Howe Resource Instructor, San Diego Community College District, Continuing Education
Cheryl Hagen Riverside County Department of Community Action
Jacie Ragland Educational Programs Consultant, California Department of Education
Melodie Perez Vietnam Veterans of California, Inc./Creative Learning Services
Cherry Bordelon Principal, Redlands Adult School
Dr. William Ermert Assistant Superintendent, Adult, Alternative and Continuing Educational Services, Riverside
Rudy Kastelic Director/Principal, Division of Adult and Continuing Education, Sweetwater Union High School District
Jose M. Maestre Instructor, City College of San Francisco

ACKNOWLEDGMENTS

5-Minute Speakers *(continued)*

Gretchen Bitterlin English as a Second Language Resource Instructor, San Diego Community College District, Continuing Education

Alice Hurley State Literacy Regional Center Coordinator, Sweetwater Union High School District

Lynda Lee Dean, Community Education, Mira Costa Community College District

Raymond Ramirez San Diego Community College District

Jim Vincent Counselor, San Diego Community College District, Continuing Education, Disabled Student Services

Larry Timmons Assistant Principal, Escondido Adult School/ACSA Adult Education Committee

Kathleen Porter GRAD Consortium Chair, Grossmont Union High School District, Adult and Alternative Education

Ed Whitehead Director, Chairperson, ACSA Region VIII Adult Education Committee

Margo Tobias Administrator, CCAE State President

Noreen A. Hanna Principal, Napa Valley Adult School

Sharon Miller English as a Second Language Administrative Coordinator, Salinas Adult School

Corinne Price Director/Principal, Salinas Adult School

Alan Kern Principal, San Lorenzo Adult School

Forrest Nixon Co-Chair, California Federation of Teachers Adult Education Commission

Frances Lee Provost, City College of San Francisco

Sharon Seymour English as a Second Language Department Chair, City College of San Francisco

Nicholar Chang Interim Dean, Counseling Services, City College of San Francisco

Jane Snead Transitional Studies, City College of San Francisco

Susan Lopez English as a Second Language Instructor, City College of San Francisco

George Brown Principal, Riverbank High School

Luisa Ruiz Vice President of the Associated Students, Santa Ana College

Del M. Anderson Chancellor, City College of San Francisco

Peter Goldstein Chief Operating Officer, City College of San Francisco

Phyllis McGuire Dean, Evans/ASCI/Technology, City College of San Francisco

Gertrude Gregorio Dean, Special Education, Foothill College

Rod Santos City College of San Francisco

Margaret Kirkpatrick Principal, Berkeley Adult School

Quy Nguyen City College of San Francisco

Mark Wilson Director, Fresno Adult School

Ernest Kettenring Instructor, Vocational Education, Pasadena City College/Teacher Los Angeles Unified School District

Caroline Casida Assistant Principal, Visalia Adult School

5-Minute Speakers *(continued)*

Linda Lucas Principal, Merced Adult School

Buzz Caffee Bakersfield Adult School

Leslie Smith President, Faculty Association of the California Community Colleges, and City College of San Francisco Instruction

Lynda Lee President, Association of Community and Continuing Education (ACCE)

Lani DeVincentis Dean, Glendale Community College, Noncredit and Continuing Education

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EXECUTIVE SUMMARY

This final report of the Joint Board Task Force on Noncredit and Adult Education describes a comprehensive set of 12 recommendations relative to K-12 adult education programs and noncredit programs offered by the community colleges. The Joint Board Task Force was established in response to Governor Wilson's veto message of Assembly Bill 824 (see Appendix), which proposed the establishment of a joint working group composed of members from the Board of Governors and the State Board of Education to address mutually important and recurring issues. The Joint Board Task Force held five field public meetings throughout the State. The field experts presented testimony within the context of four policy areas:

- **Scope of Instruction**
- **Funding Issues**
- **Quality and Accountability**
- **Collaborative Planning**

Field testimony resulted in over 200 findings. The Joint Board Task Force prioritized the findings into 12 recommendations in order to begin resolving issues affecting both systems. The 12 recommendations provide policy options for long-term direction and for short-term action to collectively promote quality learning opportunities for student success.

Since 1856, noncredit and adult education in California have offered a "second chance" for adults seeking to improve their literacy and work skills. Currently, California's extensive noncredit and adult education delivery systems support over three million adults and youth. The impact of welfare reform and the demand for a highly educated and motivated workforce has challenged all educational institutions to ensure that California's workforce is globally competitive. The noncredit and adult education systems are major partners in this effort.

The report describes in detail local and State activities required to implement the 12 recommendations identified below.

1. **Clarify Joint Authorization to Offer Noncredit and Adult Education**
2. **Create a Formal Structure for Joint Development and Implementation of Policy for Noncredit and Adult Education**
3. **Develop Strategies for Assuring Student Success**
4. **Redistribute Unused Existing Resources**
5. **Encourage Districts to Make Fair Share Distributions**
6. **Determine the Cost of Implementing Endorsed Changes**
7. **Equalize Reimbursement Rates Within and Between Segments**
8. **Finalize and Distribute Program Standards**
9. **Develop a Coordinated Data System**

10. **Clarify Scope of Authorized Instructional Categories**
11. **Permit Reimbursement for Work-based Education**
12. **Establish Reciprocity for Instructors of Noncredit and Adult Education**

Finally, the 12 recommendations in this report will meet the charge given by the Board of Governors and the State Board of Education to the Joint Board Task Force. The charge was to:

- **Address Current Unmet Needs**
- **Ensure an Integrated System**
- **Ensure Access in All California Communities**
- **Ensure Consistent Quality of All Programs**
- **Ensure That Programs Are Cost Effective**

EDUCATING CALIFORNIA'S ADULTS

C A L L T O C H A N G E

Since 1856 providers of Adult Education have played lead roles in naturalizing the immigrant populations that have fueled the vigor of our nation, in training workers for the mobilization efforts of two World Wars, in serving the needs of displaced homemakers and of veterans returning to a changing workforce, and in meeting the diverse educational needs of America's most pluralistic state.

As we enter the 21st century, California has felt the waves of change requiring new and intensified responses from individuals and the institutions that serve them. In today's climate of educational reform, noncredit and adult education, provided by K-12 adult education and community colleges, have responded heroically to meet the ever-changing needs of the state and local communities.

In recent years, the recurrent outcry has been for both segments to communicate with one another and coordinate their efforts at both the state and local levels. This coordinated effort will provide quality educational services to California's adults—our primary beneficiaries. Challenges critical to adult education and noncredit are:

- **Recasting Both the Content and Delivery of Services**
- **Elevating Adult Literacy**
- **Reducing Welfare Dependency**
- **Preparing Workers to Compete on an Equal Footing With the Rest of the World**

California's economy and quality of life will be significantly improved if these challenges are met.

JOINT BOARD TASK FORCE ON NONCREDIT AND ADULT EDUCATION

GOVERNOR'S DIRECTIVE

On September 30, 1996, Governor Wilson vetoed Assembly Bill 824, a bill that proposed the establishment of an independent Commission on Adult Education and Noncredit Programs to address issues and problems between the two major segments providing noncredit and adult education: community colleges and adult schools. In his veto message, Governor Wilson proposed as an alternative that the Board of Governors of the California Community Colleges and the State Board of Education create a joint working group to address mutually important issues.

In keeping with the Governor's directive, the State Board of Education and the Board of Governors of the California Community Colleges at their January 1997 joint meeting, appointed three members each from their respective boards to serve on what has become known as the Joint Board Task Force on Noncredit and Adult Education. The Boards charged the Joint Board Task Force to develop recommendations that would:

- **Address Current Unmet Needs**
- **Ensure an Integrated System**

- **Ensure Access in All California Communities**
- **Ensure Consistent Quality of All Programs**
- **Ensure That Programs are Cost Effective**

The new Joint Board Task Force on Noncredit and Adult Education held its first meeting July 1, 1997. The Joint Board Task Force members agreed to look critically at whether the current arrangement between separately governed providers efficiently and effectively addresses the best interests of adult learners and to determine what, if any, statutory, regulatory, or policy changes might be desirable and appropriate.

C A L L T O C H A N G E

Process Followed to Determine Recommendations

At its first meeting members of the Joint Board Task Force, with assistance from assigned staff from the California Department of Education and the California Community Colleges Chancellor's Office, agreed on a process and timeline for activities of the Joint Board Task Force. They planned a series of five field input meetings, ranging from as far north as Redding to as far south as San Diego, where suggestions for improvements were solicited, primarily in the following four areas.

Scope of Instruction

Are current eligible categories relevant to adult learners?

Funding Issues

What are the fiscal constraints impacting effective service delivery?

Quality and Accountability

How are quality standards and accountability ensured across all programs and providers?

Collaborative Planning

How can increased state and local collaboration and cooperation be achieved that will result in articulated programs, maximization of resources and minimization of duplication?

As input was received, the two co-chairs of the Joint Board Task Force kept their respective Boards informed by regular reports at Board meetings and presented a progress report to the Boards in January 1998.

Based on its discussions with staff and input from stakeholders throughout the state, the Joint Board Task Force developed 12 recommendations presented later in this report.

Providing Noncredit and Adult Education Opportunities for the 21st Century

Goals of Noncredit and Adult Education

C A L L T O C H A N G E

The goal of noncredit and adult education is to provide educational opportunities that address the unique needs of almost two million California adults each year. These adults see noncredit and adult education as providing the opportunity to earn a diploma or general equivalency diploma (GED), increase literacy skills, learn English, read and write, gain American citizenship, become effective parents, and learn a specific job skill. Many of these adults are under-educated, low income, limited English proficient, immigrants, adults with substantial disabilities, older adults, parents, and the incarcerated.

Noncredit and adult education directly support the missions of their respective segments. *Education Code* Section 8500 declares that adult continuing education is essential to the needs of society in an era of rapid technological, economic and social change. *Education Code* Section 66010.4 states remedial instruction, English as a Second Language, and adult noncredit instruction are essential and important functions of the community colleges. That section further indicates that a primary mission of the California Community Colleges is to advance California's economic growth and global competitiveness through education, training, and services that contribute to continuous workforce improvement .

Meeting the Needs of Our Diverse Student Population

As California transitions more and more welfare recipients into the workforce through California Work Opportunities and Responsibility to Kids program (CalWORKS) (due to recent federal welfare reform), it is predicted that over 600,000 Californians will transition from public assistance to gainful employment over the next three years. At the same time, the workforce is demanding higher technical skills, making the skills learned through participation in noncredit and adult education even more critical.

The student population is highly diverse and varies from community to community and program to program. Broadly speaking, the clientele of noncredit and adult education are:

- *Parents*
- *Older Adults*
- *Disabled Adults*
- *Homeless Adults*
- *Out-of-School Youth/Drop-Outs*
- *Special Needs Adults*
- *Unemployed and Underemployed Adults*
- *Adults Receiving Public Assistance/Welfare Recipients*
- *Persons Involved with Penal System (County Youth Authority, County Jail and State Prison inmates; People on Probation and Parole)*
- *New Immigrants*

Noncredit and adult education provide a second chance for many that have dropped out or have fallen through the cracks of the traditional public educational system. Single parent families, unemployed and underemployed, immigrants, adults with disabilities, and adults with health education needs are part of the noncredit and adult education student population. It is these adults, the fastest growing segments of the California population and workforce that are unable (at least temporarily) to access the traditional education systems that might assist them in attaining their goals.

California, however, has a dualistic system to assist this diverse population to attain their goals and become productive citizens, parents and workers: noncredit (in community colleges) and adult education (in K-12). Through this system, California provides lifelong learning that enables adults to increase life quality. Noncredit and adult education provide persons with skills that are critical to their ability to become and or remain independent and to contribute to the economy of California. The challenge and goal of this system is to provide equitable opportunities for access for all California adults in all geographical areas.

Every effort must be made to reduce the barriers that prevent adults from obtaining needed education.

C A L L T O C H A N G E

Today's Programs

What are Noncredit and Adult Education?

Authorized categories for state-supported noncredit and adult education are set forth in the *California Education Code* and are the same for both segments. Listed below is a description of each category.

Authorized Categories

Parenting
Elementary and Secondary Basic Skills
English as a Second Language (ESL)
Immigrants
Adults with Disabilities
Short-Term Vocational
Older Adults
Home Economics
Health and Safety

1. **Parenting**, including parent cooperative preschools, classes in child growth and development and parent-child relationships.

   Supporting families with their children is one of the most important tasks of society and is a sound investment in our future. Parents are the primary educators of their children, and the family provides significant physical, psychological, and socialization experiences for the child. Education in parenting and child rearing skills can have a significant positive effect on family life and on a child's health, behavior, success in school and emotional development. Noncredit and adult education parenting courses contribute to the development of healthy families and children.

2. **Elementary and secondary basic skills** and other courses and classes such as remedial academic courses or classes in reading, mathematics and language arts.

Instruction in this noncredit and adult education category serves adults with limited or no formal educational experience; native and non-native speakers of English who wish to improve their basic skills; adults with difficulties in learning; unemployed or displaced workers who lack skills required for entry-level jobs or job training programs; persons referred by mandated programs [Greater Avenues for Independence (GAIN), Job Training Partnership Act (JTPA)/California Work Opportunities and Responsibility to Kids program (CalWORKS)]; and adults unable to read, write, or compute.

Elementary education classes, often referred to as Adult Basic Education, provide adults with basic academic skills that will help them become more productive members of the community. It helps learners meet personal goals, such as getting ready for work, finding employment, advancing on the job, becoming a better parent, developing skills for interpersonal relationships, or entering secondary education classes.

Secondary education classes enable adults to attain a California high school equivalency certificate, GED or a high school diploma and attain the skills and knowledge necessary to become productive citizens.

Low literacy affects the nation's economy, the social order, the quality of life and the people's ability to work and function in a democratic society. A September 1993 U.S. Department of Education report stated that more than 90 million adult Americans lacked simple literacy (**Source**: Benjamin R. Barber, *A Nation of Dunces—Why America's Public Schools Are Flunking Out*, This World, December 12, 1993, p. 5). The U.S. Department of Commerce has estimated that the U.S. economy suffers a $140 to $300 billion annual productivity loss from adult workplace illiteracy (**Source**: *Bridging the Literary Gap: An Employer's Guide*. Prepared by the Center for Workforce Preparation and Quality Education. Washington, D.C.: U.S. Chamber of Commerce, 1992, p. 3).

3. **English as a Second Language (ESL)**

The success of many students whose first language is other than English depends on their ability to acquire skills in a second language and to function in a second culture. The mission of ESL programs for adults in California is to equip students with the language and cultural proficiencies required for the eventual fulfillment of personal, vocational, academic, and citizenship goals so that they may participate fully in American society.

4. Classes and courses for **immigrants**

Classes are provided to persons eligible for educational services in citizenship, English as a Second Language, and work force preparation classes in the basic skills of speaking, listening, reading, writing, mathematics, decision making and problem solving skills, and other classes required for preparation to participate in job-specific training.

This area is the key to affecting the educational and occupational needs of the immigrant population. Services in this category may include ancillary services such as outreach counseling, as well as services enabling immigrants to access educational services and economic development services available to all Californians.

5. Education programs for persons with substantial DISABILITIES

These separate programs and courses are provided to adults with disabilities when the nature or the severity of their disability is such that education in regular classes with the use of related services cannot be achieved satisfactorily. These programs and courses provide skills that will enable transition to integrated programs, employment or community settings.

6. SHORT-TERM VOCATIONAL programs with high employment potential (including apprenticeship)

Noncredit and adult education programs in vocational education consist of organized educational programs directly related to the preparation of individuals for paid or unpaid employment, for additional preparation for a career, for upgrading needed skills and for retraining for new jobs and careers.

Apprenticeship programs provide an opportunity for learning all the basic skills and knowledge required in an occupation. An "apprenticeable" occupation is one that requires independent judgment in the application of manual, mechanical, or technical skills. These skills are best learned through an organized system of on-the-job training together with related and supplemental instruction.

7. Education programs for OLDER ADULTS

Programs for older adults are designed to offer lifelong education that will provide opportunities for personal growth and development, community involvement, survival skills needed for self-maintenance, and economic self-sufficiency. Programs are designed to meet the varied needs of the aging population in California—ranging from retraining for a second or third career to assistance with activities of daily living.

It is important to note the value of older adult programs in relationship to the economics of preventative health care and the reduction of institutionalization for care. It is widely recognized that older adults who remain active, involved and contributing to society are generally healthier and are not as likely to be institutionalized. By the year 2030, is it is expected that 21.8 percent (66 million) of America's population will be senior citizens according to The American Association of Retired Persons (AARP), in an article by Donald Fowles. It is estimated that the senior population in California (65 and over) will grow by 22 percent in the next ten years (California Department of Finance, Sacramento, 1989).

8. Education programs for HOME ECONOMICS

This category of instruction offers courses that prepare individuals for entry and/or advanced training in home occupational areas. Courses may also be designed to help individuals and families meet the challenges of daily living and develop the resources for lifelong growth.

9. HEALTH AND SAFETY education

Instruction in health and safety are designed to both prolong life and add to the quality of living. Courses in this category emphasize the positive aspects of maintaining physical, mental and emotional well being.

C A L L T O C H A N G E

In the spirit of commitment, collaboration and cooperation for student success, staff of the California Community Colleges Chancellor's Office and the California Department of Education are working together to promote quality programs in the above categories. Through instruction in these categories, noncredit and adult education are helping to contribute to the success of California's adults in the workplace and community.

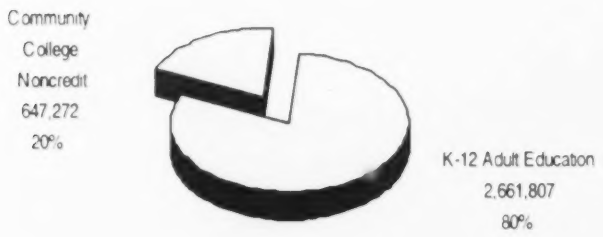
WHO PROVIDES NONCREDIT AND ADULT EDUCATION? PARTNERING FOR STUDENT SUCCESS

California operates the largest public adult education system in the nation. The majority of these programs are provided by school districts and community colleges. Over 3.3 million students were enrolled in noncredit or adult education programs during the past school year. Following are brief enrollment descriptions of these two major providers.

Adult schools operate under the authority of local public school systems and receive more than 90 percent of their funding through state apportionments. Currently, 373 unified and high school districts operate state-funded adult education programs. All adults over 16 years of age may participate regardless of their level of educational attainment. In 1996-97, 373 adult schools enrolled 2,661,807 adults and out-of-school youth (Exhibit 1).

California Community Colleges have an open admission policy that provides a wide array of credit and noncredit courses. Noncredit instruction often is the initial entry point to a college experience for many students as is evidenced by the fact that more than 25 percent of all noncredit students enroll concurrently in credit courses. Some 94 out of California's 106 community colleges provide noncredit instruction to over 647,272 adults each year (Exhibit 1). Following are brief enrollment descriptions of these two major providers.

EXHIBIT 1
3.3 Million Students Enrolled in Noncredit or Adult Education
1996-97



C A L L T O C H A N G E

As illustrated in Exhibit 2, in community colleges and K-adult schools, an average of 34 percent of the students are learning the English language. Nearly 17 percent are learning job skills. Elementary and basic skills account for 17 percent of the adult school population and 26 percent of community colleges' noncredit population.

EXHIBIT 2
Enrollment by Category

Authorized Categories	K-12 Adult Schools 1996-97, ADA (2,661,807 Students Enrolled)	Community Colleges 1996-97, FTE (647,272 Students Enrolled)
English as a Second Language	42%	27%
Elementary & Secondary Basic Skills	17%	26%
Short-Term Vocational Education (includes Apprenticeship)	15%	19%
Adults with Disabilities	12%	4%
Older Adults	8%	
Home Economics	1% aggregated	21% aggregated
Health & Safety		
Parenting	3%	2%
Programs for Immigrants	2%	1%

The 1989 strategic plan states that because of its large adult school and community college programs, Californians have more access to publicly funded adult education than citizens do in most other states. When combined with the immense amount of adult education and training provided by business and other private organizations, California may justifiably be called the Nation's Adult Education State. *[Adult Education for the 21st Century: Strategic Plan to Meet California's Long-Term Adult Education Needs, 1989]*

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How are Noncredit and Adult Education Funded?

The majority of funding for noncredit and adult education programs is from the State School Fund, Proposition 98 general apportionment. Other major funding sources include:

National Literacy Act of 1991 (P. L. 102-73)

Carl D. Perkins Vocational and Applied Technology Education Act

Job Training Partnership Act (JTPA)

School-to-Career Partnerships

California Work Opportunities and Responsibility to Kids Program (CalWORKS), as well as Greater Avenues for Independence (GAIN)

Apprenticeship

C A L L T O C H A N G E

The recently enacted federal Workforce Investment Act modifies and re-names both the National Literacy Act of 1991, and the Job Training Partnership Act. As this new law is implemented in California, changes in the administration and uses of these funding sources are expected. The impact of these changes is difficult to predict, but will become clearer as the law is implemented by the July 1, 2000, deadline.

Noncredit and adult education courses should not be confused with fee-based classes offered at the local level by adult schools and community colleges. Fee-based classes are supported by student fees and no state apportionment is provided. Noncredit and adult education courses are supported by state apportionment and, aside from occasional fees for materials, are free of charge.

For 1996-97, the average revenue limit for classes in adult schools was $1,924 per unit of average daily attendance (ADA), while each noncredit full-time equivalent (FTE) was $1,786. Each program was capped: adult programs for 238,223 ADA and college noncredit at 77,940 FTE. Each ADA and FTE represents 525 hours of actual student attendance. Community college credit FTEs and K-12 programs are funded at a significantly higher level.

Exhibits 3A and B illustrate the breakdown of the major funding sources for noncredit and adult education for 1996-97. The funded amounts for some sources are not available for community colleges noncredit because the funding for colleges is combined for credit and noncredit. Adult schools, however, are funded categorically and funded amounts available are shown.

EXHIBIT 3a
Adult Schools
Distribution of Major Funding Sources
1996-97

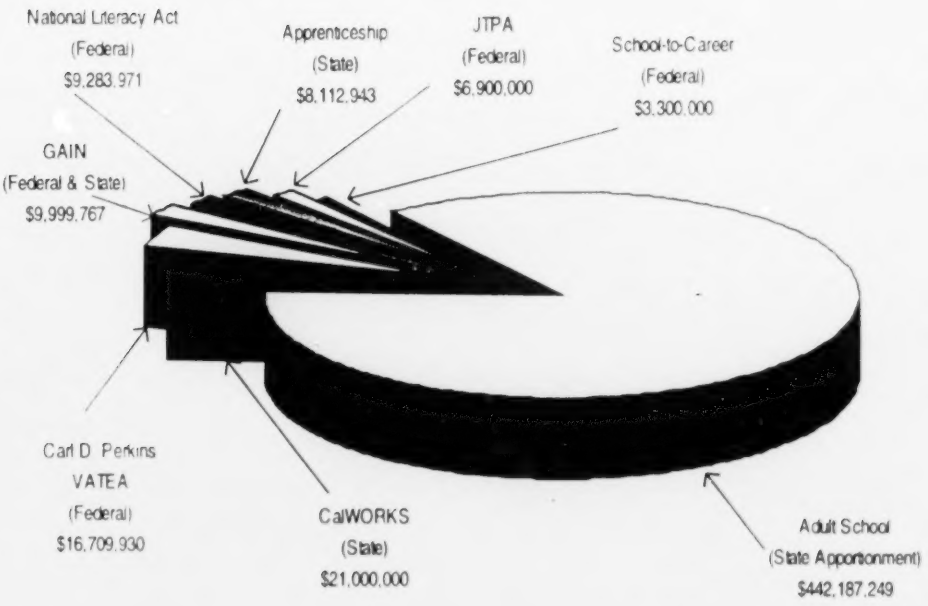
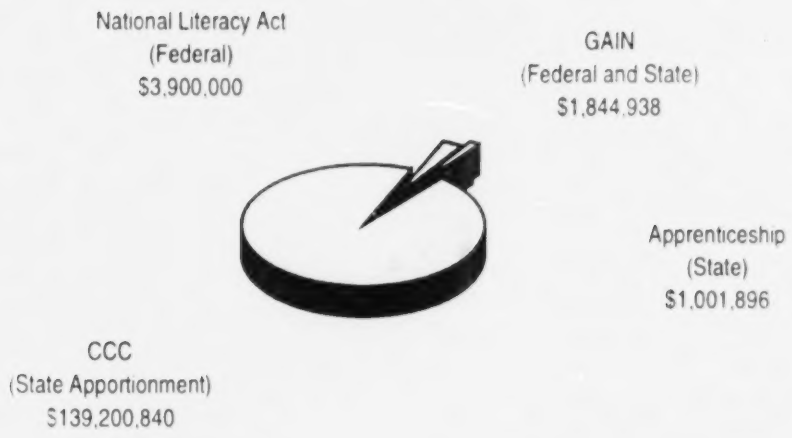


EXHIBIT 3b
California Community Colleges Noncredit
Distribution of Major Funding Sources
1996-97



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C A L L T O C H A N G E

Major changes in funding of noncredit and adult education programs in the 1970's continue to deter the effective functioning of these programs. A cap on growth funding was levied in 1975. Adult education revenue limits were established in 1976. However, the most devastating effect on noncredit and adult education funding came in 1978 with the passage of Proposition 13, which reduced property taxes by more than 50 percent. Clean-up legislation in 1979 reestablished adult school revenue limits according to expenditure rates in 1977-78, which resulted in a range of revenue limits. In 1981, with the passage of AB 1626, the community college reimbursement rate was reduced to $1,100 per ADA, which was comparable to the adult school rate. Because the two segments have different funding mechanisms and fund enrollment growth differently, the 1981 equalized rate gave way to different rates again.

In 1993, the funding system for adult schools saw important changes. Reform legislation allowed for the first time start up of new adult education programs. A new adult revenue limit was calculated which was designed to alleviate apportionment inequalities. The legislation also provided for alternative and innovative delivery systems.

Changes have had both positive and negative fiscal impacts on noncredit and adult education. Today, because of fiscal constraints, both systems (K-Adult Schools and Community Colleges) find it increasingly challenging to meet the needs of California's growing adult population.

The two Boards have provided leadership for educating California's growing adult population, the third largest student population in California. The next section of this report details Joint Board Task Force recommendations for resolving recurring issues and to improve student access and the quality of noncredit and adult education.

From Input to Action

C A L L T O A C T I O N

Over the course of five public meetings held throughout the state, Joint Board Task Force members heard testimony from many presenters. (Presenters are listed in the *Acknowledgements* section of this report and their testimony may be reviewed at http://www.otan.dni.us/webfarm/jbtf.) At each of these meetings one representative from an area adult school and one from a local area noncredit community college program provided extended remarks on issues relating to program collaboration, funding, scope, and quality and accountability. Generally, these keynote speakers helped the Joint Board Task Force members and others to understand what local solutions had been devised for recurring problems. They also pointed out ongoing obstacles to effective program delivery and typically suggested specific action that the Joint Board Task Force might recommend to the Boards to solve these persistent problems.

Keynote speakers were joined at each meeting by a varying number of field practitioners who shared their own perceptions of what needed to be changed in order to increase student success within adult education and noncredit programs. Some five-minute testifiers addressed needed changes in only one of four preestablished issue areas; others covered the full range of questions staff had previously circulated to potential presenters.

The combined suggestions made by presenters for how adult and noncredit education could be improved amounted to more than what could reasonably be achieved in short order. Clearly, there was a need to prioritize the mountain of suggestions made into a more limited set of recommendations that could reasonably be advanced to the State Board of Education and the Board of Governors.

Accordingly, staff from the California Department of Education and the California Community Colleges Chancellor's Office began the task of narrowing all suggestions into a comprehensive set of recommendations. It was in this context that the Joint Board Task Force focused on the 12 recommendations for both Boards' consideration. The resulting action plan detailed later, shows activities that can be achieved over a three-year period with Board support. These recommendations should result in needed improvements for the noncredit and adult education systems. During this three-year period staff and work groups will continue to develop specific recommendations for Board review and adoption.

Twelve recommendations are presented for consideration by the respective Boards. Each recommendation, including the identification of specific actions needed to achieve first and second year progress on its implementation, has been reviewed and endorsed by Joint Board Task Force members.

CLARIFY JOINT AUTHORIZATION TO OFFER NONCREDIT AND ADULT EDUCATION

RECOMMENDATION 1

STATEMENT OF NEED

In 1994 several K-12 school districts filed suit against the Board of Governors and three community college districts for offering adult noncredit courses (*Orange Unified School district, et. al. vs. Rancho Santiago Community College District, 1997*). The court decision indicated that *Education Codes* enacted years ago, requiring mutual agreements, have been superseded by later-enacted *Education Codes* and that "the community college districts did not need mutual agreements either to offer their adult education programs or to receive apportioned funding for those programs." Consequently, the current *Education Code* contains conflicting statutes, which cause confusion among adult schools and community colleges. Testimony gathered from five public hearings indicated the need to update the *Education Code* to reflect the recent court decision.

There is need for statewide clarification regarding both systems' authority to offer noncredit and adult education in a coordinated way that ensures no unnecessary duplication (some duplication may be necessary based on need in a particular geographic areas) of instructional programs.

PROPOSED ACTION

1A: Develop Guidelines and/or Title 5 Regulations for Coordinated Governance

The California Community Colleges Chancellor's Office and the California Department of Education shall prepare draft guidelines and/or Title 5 regulations that will provide local collaboration and prevent unnecessary duplication.

1B: Develop Clean-Up Legislation for the *Education Code*

Develop clean-up legislation for the *Education Code* that is consistent with adopted guidelines
and/or regulations.

Note: The relevant *Education Code* sections and court decision can be viewed at http://www.otan.dni.us/webfarm/jbtf.

RECOMMENDATION 2

Create a Formal Structure for Joint Development and Implementation of Policy for Noncredit and Adult Education

Statement of Need

The two largest providers of noncredit adult education in California are Adult Schools and Community Colleges. Although the two segments offer instruction in identical categories authorized by law, no formal structure currently exists for setting joint policy for these two separately governed systems. A need exists for such a structure that will facilitate collaboration and coordination of programs ensuring California's adult population has expanded access to a larger number of quality programs and that the State's resources are used effectively and efficiently.

Proposed Action

2A: Establish a Permanent Joint Board Committee on Noncredit and Adult Education

The committee will meet at least semi-annually and will provide communication and collaboration on policy issues relative to noncredit and adult education.

2B: Staff and Convene Workgroups to Facilitate the Joint Board Committee on Noncredit and Adult Education

The Chancellor of California Community Colleges and the State Superintendent of Public Instruction shall provide staff to the Joint Board Committee on Noncredit and Adult Education as appropriate and shall convene and/or consult with new or existing advisory committees, task forces, associations, etc., as needed, to accomplish and make additional recommendations to the Joint Board Committee on Noncredit and Adult Education.

DEVELOP STRATEGIES FOR ASSURING STUDENT SUCCESS

RECOMMENDATION 3

STATEMENT OF NEED

Better student outcomes will result from improved collaboration between adult schools and community colleges. However, communication between adult schools and community colleges on a local basis is inconsistent around the state. While articulation and collaborative processes are well established in some communities, they are virtually nonexistent in others.

Where there is no collaboration between the adult school and community colleges, potential students are left to discover individually which program is best suited for their needs. Under such circumstances, programs advertise similar courses which may have different curriculum, and there is no formal process in which to develop new programs that meet intersegmental needs. There is a need to encourage and assist non-collaborating communities by sharing strategies of those who have been successful.

PROPOSED ACTION

3A: PUBLICIZE COLLABORATION PRACTICES LEADING TO STUDENT SUCCESS

The California Department of Education and the California Community Colleges Chancellor's Office shall identify, analyze and disseminate practices in communities that have developed collaboratives between the adult schools and community colleges. These exemplary practices include models of successful networking to articulate course content, prerequisites, and exit criteria. This resource list will be available via the linked web sites of the California Department of Education and the California Community Colleges Chancellor's Office.

3B: DEVELOP TECHNICAL ASSISTANCE FOR COLLABORATION TOWARD STUDENT SUCCESS

The California Department of Education and the California Community Colleges Chancellor's Office shall develop strategies and processes to model effective practices on a statewide basis. Efforts will be directed toward defining measurable outcomes that assist individuals in moving from one system to another or within a system, toward their education goals. A major focus of these efforts will be the coordination of technical assistance to the field to promote the development of local articulation processes.

3C: DEVELOP RECOMMENDATIONS FOR TITLE 5 REGULATIONS AND INCENTIVES FOR COURSE AND PROGRAM ARTICULATION

The California Department of Education and the California Community Colleges Chancellor's Office shall develop standards, board policies and incentives for building collaboration to ensure student success in all adult schools and community colleges. The California Department of Education and the California Community Colleges Chancellor's Office will develop standards for articulation and smooth transition between the two agencies on the local level.

3D: REPORT ON STATUS OF COLLABORATION

The California Department of Education and the California Community Colleges Chancellor's Office will provide progress reports at Joint Board Committee on Noncredit and Adult Education meetings.

REDISTRIBUTE UNUSED EXISTING RESOURCES

RECOMMENDATION 4

STATEMENT OF NEED

Noncredit and adult education providers typically receive less revenue than is needed to cover ongoing and unexpected program expenses. This is particularly true in districts experiencing rapid population growth where the cap on funding causes an expanding need to outpace available resources. However, the smallest districts, many of which are located in underserved parts of the state, also suffer from limited funding resources, because of their inability to achieve economies of scale. At the same time, some districts underutilize resources.

Note The fourth and fifth recommendations considered in this report propose ways to address this funding shortfall within existing resources. The sixth and seventh recommendations, on the other hand, call for new monies to be secured that would support identified programmatic and accountability improvements.

PROPOSED ACTION

4A: DEVELOP FUNDING REDISTRIBUTION MECHANISM

The California Department of Education and, to the extent applicable, the California Community Colleges Chancellor's Office, shall design mechanisms to annually redistribute any unused ADA/FTE revenues. Districts that experience a one-time drop in enrollment but recover in the following year would have their FTE or ADA restored from the annual growth allocation.

ENCOURAGE DISTRICTS TO MAKE FAIR SHARE DISTRIBUTIONS

RECOMMENDATION 5

STATEMENT OF NEED

Each local district is authorized to decide if state and federal special fund revenues (e.g. lottery, one-time Proposition 98 distributions, etc.) will be distributed to adult schools and noncredit community college programs. Thus the amount of special fund revenue noncredit and adult education programs receive depends upon the amount of revenue the district receives overall, and upon the district's decision as to how much of that revenue should be made available to support particular programs. Adult schools and noncredit community college programs should be able to tie the need for special fund revenues to the improvement of specific program and standard performance measures. This recommendation encourages districts to consider making fair share distributions under the following circumstances.

A "fair share" means that a district distributes special fund revenue to each program in proportion to its contribution to the claim made upon the funding agency. Thus for example, if noncredit attendance is counted in determining how much one-time instructional equipment, deferred maintenance, technology innovation or other special use funds a district receives, then the district could execute a fair share distribution under these circumstances by passing on to the noncredit program an equivalent proportion of the total received. If on the other hand, no adult education program attendance is used in determining the size of a claim upon special funds, then no proportionate distribution to the adult education program should be expected.

PROPOSED ACTION

5A: DETERMINE EXTENT OF FAIR SHARE PRACTICES AND RECOMMEND CHANGES, WHERE NEEDED

The California Department of Education and the California Community Colleges Chancellor's Office shall identify which special fund allocations could be passed through in proportionate amounts to the applicable programs as additional revenues. Results of this research shall be used to determine whether the Boards are subsequently asked to recommend other action to improve the equity of districts' distribution practices.

5B: DEVELOP RECOMMENDED FAIR SHARE GUIDELINES

Upon the Boards' approval of such a recommendation, the California Department of Education and the California Community Colleges Chancellor's Office would develop guidelines for district consideration for using special fund allocations.

DETERMINE THE COSTS OF IMPLEMENTING ENDORSED CHANGES

RECOMMENDATION 6

STATEMENT OF NEED

There is consensus within the field that noncredit and adult education programs are significantly underfunded and that additional monies are needed for starting programs and services, especially in underserved areas. However, an objective study to determine the critical need for adequate funding increases, tied to program and standards performance, is a necessary prerequisite to any request for funding proposals.

PROPOSED ACTION

6A: DETERMINE EFFECTIVE WAYS TO FUND PROGRAMMATIC UPGRADES

The California Department of Education and the California Community College Chancellor's Office shall conduct a study regarding the costs associated with implementing the recommendations identified in this report including effective methods to improve program performance.

6B: DEVELOP INTERSEGMENTAL BUDGET CHANGE PROPOSALS

The Boards shall consider developing joint Budget Change Proposals. Staff will design the budget change proposals to support critical system changes to implement the approved recommendations.

EQUALIZE REIMBURSEMENT RATES WITHIN AND BETWEEN SEGMENTS

RECOMMENDATION 7

STATEMENT OF NEED

Field practitioners have identified a number of specific suggestions that might correct what is generally perceived as funding inequities either between or within segments. The most frequently mentioned inequity concerned the lack of funding parity between the reimbursement rates used in adult and noncredit education. Currently the rate for each noncredit FTE is $138 less than the average rate of adult education ADA reimbursement. Thus, one inequity could be eliminated by legislation that would raise the noncredit rate to the adult education average. Yet balancing one rate to the average of the other still leaves another inequity in place. Under this change some districts within the adult education segment would be reimbursed at a lower rate than others, and those adult education programs which received higher funding reimbursement would still be funded at a higher specific rate than all their noncredit counterparts.

PROPOSED ACTION

7A: ANALYZE COSTS OF ELIMINATING REIMBURSEMENT RATE DISCREPANCIES

The Chancellor's Office has estimated that it will cost eleven million dollars to bring noncredit reimbursements up to the average rate for adult education reimbursements. Further study will be needed to determine how much it would cost to reimburse all adult education programs at an equal rate and then to reimburse all noncredit providers at that same rate. The California Department of Education and the California Community Colleges Chancellor's Office shall work together in conjunction with the Department of Finance to make this determination. Such a determination could be completed by the time the Boards consider the findings from other studies proposed in this report.

7B: ESTABLISH MUTUAL FUNDING AND PARITY GOALS

Once the State Board of Education and the Board of Governors for the California Community Colleges are provided information on the complete costs of eliminating reimbursement rate discrepancies between the two segments, they will decide what would constitute mutual funding and parity goals.

RECOMMENDATION 8

FINALIZE AND DISTRIBUTE MODEL PROGRAM STANDARDS

STATEMENT OF NEED

The California Department of Education is required to develop performance standards for the National Literacy Act funded programs: adult basic education and English as a Second Language. Without the addition of student performance measures, the Secretaries Commission on Achieving Necessary Skills (SCANS) competencies and alignment with K-12 content standards, the Superintendent of Public Instruction and the State Board of Education will not approve the final three Model Program Standards documents for publication. Further promotion of the adult secondary standards is also unlikely without the necessary revisions.

In 1992 as written jointly by adult school and noncredit program representatives, the California Department of Education published English as a Second Language Model Standards for Adult Education Programs. The success of these efforts led to the development of model program standards in five additional areas through a collaborative effort with the California Community Colleges Chancellor's Office. The program areas addressed were adult basic education, adult secondary education (including GED preparation), parent education, older adults, and adults with disabilities. Only adult basic education and adult secondary have been published. Program standards for parent education, older adults, and adults with disabilities remain in draft form.

Concurrent with the development of the additional five Model Program Standards, the SCANS competencies were also published. The competencies outlined in SCANS are critical to successful employment, a major goal of most adult education and community college students, particularly with the recent emphasis on welfare reform.

A second major focus of the adult school and community college programs is the development of student performance measures in each program area.

PROPOSED ACTION

8A: REVISE ADULT BASIC EDUCATION AND ESL MODEL PROGRAM STANDARDS

The California Department of Education will identify federal resources to fund efforts to revise and refine the adult basic education and English as a Second Language standards documents. The California Department of Education and the California Community Colleges Chancellor's Office will recruit content experts from both segments for this collaborative effort.

8B: RE-EXAMINE AND REVISE MODEL PROGRAM STANDARDS FOR SECONDARY EDUCATION, PARENT EDUCATION, OLDER ADULTS, AND ADULTS WITH DISABILITIES

The California Department of Education and the California Community Colleges Chancellor's Office will develop a plan to convene program area experts in regional focus groups to re-examine the Standards documents for parent education, older adults, and adults with disabilities. As additional funding for this purpose becomes available, a statewide effort to revise and refine the Standards documents for publication will be initiated.

8C: PROVIDE REGIONAL TRAINING ON REVISED MODEL PROGRAM STANDARDS

The California Department of Education and the California Community Colleges Chancellor's Office will collaboratively provide regional training on the content of the revised Standards documents.

DEVELOP A COORDINATED DATA SYSTEM

RECOMMENDATION 9

STATEMENT OF NEED

In an era of accountability, there is an increasing need for useful data and information regarding noncredit and adult education programs. Currently, both systems collect, aggregate, and report various data and information for a variety of purposes. The adult education and noncredit data systems function independently, are not coordinated, and both lack certain abilities to collect a more comprehensive array of data.

Several initiatives are also strongly influencing the need to develop and integrate data and information collection and reporting systems. The Performance Based Accountability Report Card initiative is creating a follow-up system matched to Employment Development Department databases and other agency information sources to measure program performance. The California Community College Partnership for Excellence will require that system to track system outcomes on a number of goals. The CalWORKs welfare reform law requires various data for state and federal purposes. One-Stop Career Centers are developing the capacity to provide adult education and training consumers with data and information on programs and performance. The California School Information System (CSIS) is being developed to allow school districts to share student records and provide the infrastructure to supply a variety of data and reports for state purposes.

Recognizing these are complex issues and that there are competing interests and purposes, it is clear that a coordinated data collection system is needed to provide consistent overall perspectives of the adult education and noncredit education programs.

PROPOSED ACTION

9A: DETERMINE INITIAL DATA FROM EXISTING SOURCES THAT CAN BE USED TO PROVIDE AN OVERVIEW OF THE SYSTEM

The California Department of Education and the California Community Colleges Chancellor's Office will, from existing sources, determine what initial data can be aggregated to demonstrate the scope and performance of the existing systems. This will give an ongoing overview of adult education in California while a more comprehensive system is developed.

9B: CONVENE AN INTERAGENCY WORKGROUP TO STUDY DATA ISSUES

A workgroup comprised of state and local adult education and community college representatives will be convened to analyze data collection issues and develop recommendations to implement a coordinated data collection and reporting system. These topics may include, purposes for data collection, accountability criteria, identification of common data elements, common definitions of the data elements, system specifications, report generation, student confidentiality, integration with other data collection needs/systems, information sharing, cost projections, and system phase-in.

9C: PROVIDE A FUNDING AND DEVELOPMENT PLAN TO GOVERNING BOARDS

A plan will be provided to the Governing Boards by September 1, 2000, that proposes data system funding and development options.

CLARIFY SCOPE OF AUTHORIZED INSTRUCTIONAL CATEGORIES

RECOMMENDATION 10

STATEMENT OF NEED

The scope of noncredit and adult education is limited to the categories listed in *Education Code* Sections 84757 and 41976 for community colleges noncredit and adult schools, respectively. The present instructional categories may not be comprehensive enough to meet the needs of California's adults. Field input suggests that the categories should be expanded to include foreign language, distance learning, multimedia and technology, inclusion of children in parenting education programs, and work-based training. However, a review of the proposals revealed that many are actually educational delivery approaches.

PROPOSED ACTION

10A: CLARIFY LOCAL FLEXIBILITY WITHIN EXISTING CATEGORIES

Staff will analyze the current categories and determine which proposed categories or delivery approaches could be offered under existing categories, and the two state agencies will jointly communicate the flexibility that already exists within the categories to the field. For example:

FOREIGN LANGUAGE can currently be offered under the categories of high school diploma and short-term vocational programs. Likewise, many courses in "emerging fields" are vocational/ occupational and can be offered under the short-term vocational category.

DISTANCE LEARNING, MULTIMEDIA AND TECHNOLOGY are delivery approaches that are already allowable within the existing categories. The policy question may be whether or not current limitations on the percentage of course offerings using these modes/approaches are appropriate and whether adequate funding can support costs.

10B: RESEARCH THE NEED FOR NEW INSTRUCTIONAL CATEGORIES AND/OR NEW METHODS OF DELIVERY

For those proposed instructional categories or delivery approaches not currently authorized, analyses will be undertaken to develop proposals for new categories or methods of delivery where a strong case can be made for providing them. Findings will be presented to the Joint Board Committee at the beginning of the second implementation phase.

PERMIT REIMBURSEMENT FOR WORK-BASED EDUCATION

RECOMMENDATION 11

STATEMENT OF NEED

Vocational training programs conducted by community college noncredit and adult education providers do not have legislative authority to conduct work-based eduction programs. Currently, work-based education in the community colleges is reserved for credit rather than noncredit instruction. Noncredit students may enroll in available work-based education credit courses. This results in a higher reimbursement rate for work-based education conducted by community colleges. For adult education programs, vocational training is limited to classroom-based instruction. In some districts, adult education is coordinated with Regional Occupational Centers and Programs (ROCP) which are authorized to provide the work-based education component. Field input indicated a general desire for expanded authority allowing for the provision of work-based education in noncredit and adult education programs.

PROPOSED ACTION

11A: ANALYZE THE EXTENT OF WORK-BASED EDUCATION

The California Department of Education and the California Community Colleges Chancellor's Office will conduct a study to analyze the extent to which work-based education is coordinated among Community College noncredit/credit programs and adult education programs/ ROCPs, and to determine the scope of the work-based education issue.

11B: PROVIDE MODEL PRACTICES EXAMPLES AND ENCOURAGE LOCAL COLLABORATION

Following the completion of the study, the state staff will disseminate model practices examples to the noncredit and adult education providers of local coordination in providing work-based education. Local collaboration and articulation among and between the providers will be encouraged to provide expanded work-based education opportunities for adult students.

11C: DEVELOP POLICY AND/OR LEGISLATIVE OPTIONS REGARDING WORK-BASED EDUCATION

Policy and/or legislative options will be developed regarding work-based education, after the extent of the issue is studied, and other related concerns, including the funding ramifications, are jointly discussed and agreed upon by both systems.

ESTABLISH RECIPROCITY FOR INSTRUCTORS OF NONCREDIT AND ADULT EDUCATION

RECOMMENDATION 12

STATEMENT OF NEED

The authorized categories of instruction for community college noncredit and adult schools are identical. Yet, because the two systems are governed separately, different requirements for instructor qualifications exist. The adult school instructors must be credentialed by the California Commission on Teacher Credentialing (CCTC) while community college noncredit instructors must meet minimum qualifications established by the Academic Senate for the California Community Colleges. Field input suggests the systems' different requirements restrict local agencies' hiring capabilities. There should be reciprocity so that instructors in one system would be accepted in the other without the necessity of going through the other system's process for qualification to teach.

Currently, to teach noncredit courses in a community college, a person must meet subject-specific minimum qualifications specified in Title 5 unless he/she is a grandfathered credential-holder. Of the nine categories, adult education credentials in two categories, short-term vocational programs, and English as a Second Language, satisfy minimum qualifications to teach in the community college.

In most cases, to teach adult education in an adult school, a person must obtain a "Designated Subject Adult Education Credential" from the California Commission on Teacher Credentialing (CCTC) but may be authorized based on other CCTC credentials to teach adult education.

PROPOSED ACTION

12A: REQUEST THE CALIFORNIA COMMISSION ON TEACHER CREDENTIALING AND ACADEMIC SENATE FOR CALIFORNIA COMMUNITY COLLEGES TO REVIEW CURRENT REQUIREMENTS AND PROVIDE FOR RECIPROCITY

The Board of Education and the Board of Governors shall request the California Commission on Teacher Credentialing and the Academic Senate for California Community Colleges to review their current requirements for noncredit and adult education instructors and provide a mechanism for reciprocity of instructors.

Recommendation 1

Clarify joint authorization to offer noncredit and adult education.

Proposed Action

1a: Develop guidelines and/or Title 5 Regulations for coordinated governa

1b: Develop clean-up legislation for the education code.

Recommendation 2

Create a formal structure for joint development and implementation of polic noncredit and adult education.

Proposed Action

2a: Establish a permanent Joint Board Committee on Noncredit and Adult

2b. Staff and convene workgroups to facilitate the Joint Board Committee Noncredit and Adult Education.

Recommendation 3

Develop strategies for assuring student success.

Proposed Action

3a. Publicize collaboration practices leading to student success.

3b. Develop technical assistance for collaboration toward student success

3c. Develop recommendations for Title 5 Regulations and incentives for co program articulation.

3d. Report on status of collaboration.

ELINE

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Recommendation 4

Redistribute unused existing resources.

Proposed Action

4a. Develop funding redistribution mechanism.

Recommendation 5

Encourage districts to make fair share distributions.

Proposed Action

5a. Determine extent of fair share practices and recommend changes, where

5b. Develop recommended fair share guidelines.

Recommendation 6

Determine the costs of implementing endorsed changes.

Proposed Action

6a. Determine effective ways to fund programmatic upgrades.

6b. Develop intersegmental Budget Change Proposals (BCP).

ELINE

	Phase 1 Nov 98-Dec 99	Phase 2 Jan 00-Dec 00	Phase 3 Jan 01-Dec 01
e needed.			

Recommendation 7

Equalize reimbursement rates within and between segments.

Proposed Action

7a. Analyze cost of eliminating reimbursement rate discrepancies.

7b. Establish mutual funding and parity goals.

Recommendation 8

Finalize and distribute Model Program Standards.

Proposed Action

8a. Revise Adult Basic Education and ESL Model Program Standards.

8b. Reexamine and revise Model Program Standards for Secondary Educa
Older Adults and Adults with Disabilities.

8c. Provide regional training on revised Model Program Standards.

Recommendation 9

Develop a coordinated data system.

Proposed Action

9a. Determine initial data from existing sources that can be used to provide
system.

9b. Convene an interagency workgroup to study data issues.

9c. Provide a funding and development plan to governing boards.

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Recommendation 10

Clarify scope of authorized instructional categories.

Proposed Action

10a. Clarify local flexibility within existing categories.

10b. Research the need for new instructional categories and/or new methods

Recommendation 11

Permit reimbursement for work-based education.

Proposed Action

11a. Analyze the extent of work-based education.

11b. Provide model practices examples and encourage local collaboration.

11c. Develop policy and/or legislative options regarding work-based educatio

Recommendation 12

Establish reciprocity for instructors on noncredit and adult education.

Proposed Action

12a. Request the California Commission on Teacher Credentialing and state
to review current requirements and provide for reciprocity.

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SUMMARY AND CONCLUSIONS

This report requests the Board of Governors' and the State Board of Education's ongoing support and leadership to help the noncredit and adult education systems effectively implement the recommendations outlined in this report.

The noncredit and adult education programs in California provide similar and often parallel programs throughout the state for the adult student. It is imperative that the California Department of Education and the California Community Colleges Chancellor's Office develop a formal process and structure of joint development of quality programs. The recommendations presented in this document outline strategies toward reaching these goals.

While past practice in some communities has been to restrict noncredit and adult education programs, many now encourage joint authorization to offer programs and effective strategies for collaboration. The California Department of Education and the California Community Colleges Chancellor's Office in California must model this collaboration and assist the educational communities throughout the state in this collaborative process. Successful practices of collaborative communities should be modeled.

The focus of the recommendations found in this report is to provide access to any program for the adult student in the noncredit and adult education systems and allow flexibility in scheduling a continuum of courses.

As the cost of education continues to escalate, noncredit and adult education programs must examine where resources can be redistributed to unserved and underserved areas of high demand. Programs need to encourage mechanisms within the California Community Colleges and school districts for sharing of one-time money. Both systems should work to equalize funding and provide comparable and parallel programs. Both should determine the needed resources to enact long-range goals identified in the twelve recommendations outlined in this report.

Student movement between noncredit and adult education programs will be enhanced through finalization and distribution of program standards and a coordinated student data system that will allow program providers to share student records. Evaluation of instructional categories will be reviewed to determine the need for new courses and work-based education programs.

The Joint Board Task Force anticipates that the California Commission on Teacher Credentialing and the Statewide Academic Senate of the California Community Colleges will develop reciprocity for qualifications to teach in both systems.

The twelve recommendations found in this report respond to many of the actions proposed through the public hearings sponsored by the Joint Board Task Force. The issues of scope of instruction, funding, quality and accountability, and collaborative planning are folded into the recommendations for both immediate and long-range implementation. Success is possible with support and leadership from the State Board of Education, Board of Governors, the California Department of Education, and the California Community Colleges Chancellor's Office.

BILL NUMBER: AB 824
VETOED DATE: 09/30/86

APPENDIX

To the Members of the California Assembly:

I am returning Assembly Bill No. 824 without my signature.

This bill would establish the Commission on Adult Education and Noncredit Programs Commission); expand the list of adult education courses that could be offered for state apportionment; and require that the Superintendent of Public Instruction and the Chancellor of the California Community Colleges jointly develop a plan addressing various adult education and noncredit program issues.

It is not necessary to establish a new commission for the purposes envisioned by the bill. It would be far better for the Board of Governors of the Community Colleges and the State Board of Education to create a working group to address the issues and problems attendant to the two segments, and I would encourage them to do so.

Secondly, under current law, school district adult education and community college noncredit programs receive state apportionment funding only for specified courses. They may also offer other classes, including those in foreign language instruction, for which they may charge a fee to the pupils enrolled to cover the expenses of providing the classes.

Offering foreign language classes as one of the state-subsidized offerings could result in the displacement of other high priority education courses that are currently within the limited statutory funds provided for these programs. This will increase pressure on the state to increase the allocation to adult education. User fees, as provided under current law, are the appropriate resource for adult courses in foreign language.

Also, it is noted that community colleges offer college credit courses in foreign languages at a modest fee which may be waived for those who demonstrate financial need. Therefore, the state already supports adults seeking multilingual skills to enhance their employment opportunities or for personal development.

Cordially,

PETE WILSON

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